

## Message Text

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P 092204Z AUG 77  
FM SECSTATE WASHDC  
TO AMEMBASSY MEXICO PRIORITY

C O N F I D E N T I A L STATE 188006

E.O. 11652: GDS

TAGS: SNAR, MX

SUBJECT: PROPOSAL FOR U.S.-MEXICO COMMISSION ON DRUG ABUSE

1. S/NM IN CONSULTATION WITH ARA/MEX HAS DRAFTED A MEMORANDUM TO BE SUBMITTED TO THE SECRETARY ON THE PROPOSAL BY CONGRESSMEN WOLFF AND GILMAN FOR A U.S.-MEXICO COMMISSION ON DRUG ABUSE. BEFORE FINALIZING THE PAPER, WE WOULD APPRECIATE EMBASSY'S VIEWS ON THE MEMORANDUM AND PREFERENCES AMONG THE SEVERAL OPTIONS PROPOSED OR VARIATIONS THEREOF.

BEGIN QUOTE:

ISSUE FOR DECISION

CONGRESSMEN WOLFF AND GILMAN HAVE PROPOSED THE FORMATION OF A UNITED STATES-MEXICO COMMISSION ON DRUG ABUSE. THE SENIOR ADVISER ADVISED THE CONGRESSMEN DURING HER RECENT  
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TESTIMONY BEFORE THE SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL THAT SHE WOULD BRING THIS ISSUE TO THE SECRETARY'S ATTENTION FOR DECISION. THE PROPOSAL IN VARIOUS FORMS HAS BEEN PENDING SINCE JANUARY 1976.

ESSENTIAL FACTORS

IN MEETINGS ON JANUARY 8 AND 10, 1976, WITH AMBASSADOR JOVA AND CONGRESSMEN WOLFF AND GILMAN, FORMER PRESIDENT ECHEVERRIA PROPOSED THE ESTABLISHMENT OF PARALLEL U.S. AND MEXICAN COMMISSIONS AND TOP LEVEL COOPERATION TO COMBAT DRUGS. SUBSEQUENTLY, PRESIDENTS FORD AND ECHEVERRIA EXCHANGED LETTERS ON THE SUBJECT AGREEING ON THE MERITS OF THE PROPOSAL.

IN HIS MESSAGE TO THE CONGRESS OF APRIL 27, 1976, PRESIDENT FORD SAID, "I AM ASSIGNING RESPONSIBILITY FOR LIAISON WITH THE MEXICAN COMMISSION TO THE CABINET COMMITTEE ON INTERNATIONAL NARCOTICS CONTROL AND I AM DIRECTING THE SECRETARY OF STATE, AS CHAIRMAN OF THE CCINC, TO IMMEDIATELY FORM AN EXECUTIVE COMMITTEE TO MEET WITH ITS MEXICAN COUNTERPART TO DISCUSS WAYS IN WHICH OUR GOVERNMENTS CAN COLLABORATE MORE EFFECTIVELY.

IN MAY 1976, AN EXECUTIVE COMMITTEE WAS APPROVED BY SECRETARY KISSINGER TO WORK WITH THE MEXICANS IN THE DEVELOPMENT OF THE PROPOSAL.

IN JUNE 1976, THE FORMER SENIOR ADVISER MET WITH ATTORNEY GENERAL OJEDA PAULLADA, WHO ADVISED HIM THAT THE MEXICAN GOVERNMENT WOULD HAVE TO DELAY ACTION ON DEVELOPMENT OF THE COMMISSIONS OWING TO THE EXIGENCIES OF THE PRESIDENTIAL ELECTION AND THE TRANSITION ACTIVITIES OF THE PENDING  
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ADMINISTRATION. INFORMAL INQUIRIES OF THE EMBASSY LATER IN 1976 RECEIVED SIMILAR RESPONSES.

AS A RESULT OF THE FEBRUARY 1977 MEETINGS OF PRESIDENTS CARTER AND LOPEZ PORTILLO, A CONSULTATIVE MECHANISM FOR INCREASING BILATERAL COOPERATION IN ALL SUBSTANTIVE AREAS, INCLUDING NARCOTICS, UNDER THE SOCIAL WORKING GROUP HAS BEEN ESTABLISHED. BILATERAL AGREEMENT WAS REACHED CONCERNING NARCOTICS THAT IT SHOULD REMAIN A PRIORITY ISSUE BUT SHOULD NOT BE TREATED AS A SUBJECT REQUIRING EXTENSIVE DISCUSSION WITHIN THE CONSULTATIVE MECHANISM IN VIEW OF THE EXCELLENT ONGOING WORKING RELATIONSHIPS BETWEEN THE TWO GOVERNMENTS.

CONGRESSMAN GILMAN, AS A DELEGATE TO THE 17TH MEXICO-UNITED STATES INTERPARLIAMENTARY CONFERENCE HELD IN HERMOSILLO, MEXICO, ON MAY 26-31, 1977, PRESENTED THE 'DECLARATION OF HERMOSILLO ON NARCOTICS TRAFFICKING AT THE INTERNATIONAL LEVEL" THAT WAS ADOPTED BY THE CONFERENCE. THE DECLARATION CALLED FOR INCREASED COOPERATION AT THE INTERNATIONAL LEVEL TO SUPPRESS THE CULTIVATION, TRAFFIC, USE AND ABUSE OF

ILLICIT DRUGS, BUT DID NOT PROPOSE THE FORMATION OF BILATERAL COMMISSIONS. HOWEVER, IN HIS REMARKS TO THE HOUSE ON JUNE 7, 1977, WHILE COMMENTING ON THE HERMOSILLO DECLARATION, GILMAN REQUESTED THAT A RESOLUTION BE ADOPTED ENDORSING, AMONG OTHER INITIATIVES FOR INCREASED U.S.-MEXICO NARCOTICS CONTROL, THE ESTABLISHMENT OF A JOINT MEXICAN-AMERICAN COMMISSION TO COORDINATE THE ANTI-NARCOTICS ACTIVITIES. THE RESOLUTION IS PENDING. IT IS CLEAR THAT A LEGISLATIVE VOICE WOULD BE EXPECTED AS PART OF THE PROPOSED COMMISSION.

THE MEXICAN NARCOTICS PROGRAM AND THE NEW MEXICAN ADMINISTRATION'S COMMITMENT TO IT IS AT AN ALL TIME HIGH. JOINT COOPERATIVE EFFORTS ARE UNEXCELLED. EVIDENCE OF THE SUCCESS OF THE ERADICATION PROGRAM IN REDUCING ILLICIT HEROIN ENTERING THE U.S. IS INCREASING MONTHLY.

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CESS OF THE ERADICATION PROGRAM IN REDUCING ILLICIT HEROIN ENTERING THE U.S. IS INCREASING MONTHLY.

MOREOVER, DURING MAY 16-17, 1977 AT MEETINGS IN MEXICO BETWEEN THE CHARGE, PETER BOURNE, MATHEA FALCO, AND ATTORNEY GENERAL FLORES, IT WAS AGREED THAT ADDITIONAL BILATERAL MECHANISMS IN THE AREA OF NARCOTICS COULD BE COUNTERPRODUCTIVE TO THE CURRENT PROGRESS OF THE PROGRAM. AT THE FIRST FORMAL MEETING OF THE BILATERAL WORKING GROUPS IN WASHINGTON ON MAY 26, THE MEXICAN DEPUTY ATTORNEY GENERAL REITERATED THE MEXICAN OPINION CONCERNING ADDITIONAL SPECIFIC COMMISSIONS ON NARCOTICS. ALTHOUGH THE EARLIER PROPOSAL OF 1976 WAS NOT MENTIONED, OPPOSITION TO THE CONCEPT WAS IMPLIED.

THE OPTIONS

1. AGREE ON THE NEED FOR A COMMISSION, OBTAIN CONCURRENCE OF THE MEXICAN GOVERNMENT, AND ESTABLISH AN EXECUTIVE COMMITTEE TO WORK WITH THE MEXICANS TO DEFINE AND DEVELOP IT. IF A PRESIDENTIAL COMMISSION IS ESTABLISHED, MANY QUESTIONS MUST BE RESOLVED.

-- PRO - BECAUSE OF THE PERSONAL INTEREST IN THE PROPOSAL BY CONGRESSMEN WOLFF AND GILMAN, IT WOULD INCREASE THEIR SUPPORT AND INDIRECTLY INFLUENCE FAVORABLY OTHER CONGRESSIONAL SUPPORT FOR THE PROGRAM.

-- CON - THE EMBASSY HAS DETERMINED THAT THE MEXICAN GOVERNMENT, UNDER THE NEW ADMINISTRATION, CONSIDERS EXISTING COOPERATION AND MEANS OF CONSULTATION TO BE MORE THAN ADEQUATE. THEY HAVE MADE IT CLEAR THAT ADDITIONAL MECHANISMS COULD BE COUNTERPRODUCTIVE. WE ALSO BELIEVE THAT

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EXISTING MECHANISMS FOR COOPERATION ARE WORKING QUITE WELL AND THAT THE CREATION OF THE PROPOSED COMMISSION WOULD NOT

SIGNIFICANTLY ENHANCE THE EFFECTIVENESS OF THE PROGRAM.

2. AGREE ON THE NEED FOR A COMMISSION AND SEEK ESTABLISHMENT OF A PARLIAMENTARY COMMISSION WHICH WILL MAINTAIN JOINT LEGISLATIVE INTEREST AND SUPPORT FOR BILATERAL COOPERATION ON NARCOTICS CONTROL, AVOID OPPOSITION FROM THE MEXICAN ADMINISTRATION, AND NOT INTERFERE WITH PRESENT EFFECTIVE COOPERATIVE EFFORTS. SUCH A COMMISSION COULD BE CREATED WITHIN THE CONTEXT OF THE INTERPARLIAMENTARY CONFERENCE AND PROVIDE FOR PERIODIC MEETINGS, AS WELL AS A WORKING EXECUTIVE GROUP.

-- PRO - THIS APPROACH WOULD MEET THE CONGRESSIONAL REQUEST, AVOID THE UNDESIRABLE ASPECTS OF CREATING A NEW OFFICIAL BILATERAL COMMISSION, AND STILL ASSURE CONGRESSIONAL INTEREST IN THE DRUG PROBLEM.

-- CON - A PARLIAMENTARY COMMISSION MIGHT STILL BE UNACCEPTABLE TO THE MEXICAN GOVERNMENT AND COULD ENTAIL PROBLEMS OF MISUSE OF RESOURCES, INTERFERENCE WITH CURRENT COOPERATIVE EFFORTS, AND DIMINUTION OF CONTROL OVER THE PROGRAM.

3. INFORM THE CONGRESSMEN THAT THE SITUATION HAS CHANGED SINCE THE ADMINISTRATIONS OF FORD AND ECHEVERRIA, IN THAT NARCOTICS PROBLEMS ARE NOW A MAJOR AREA OF CONCERN OF THE SOCIAL WORKING GROUP IN THE NEW U.S.-MEXICAN CONSULTATIVE MECHANISM. MAJOR FIGURES IN THE NARCOTICS ENFORCEMENT EFFORT ARE REPRESENTED ON THIS GROUP, CHIEFLY ATTORNEY GENERAL FLORES AND U.S. ASSISTANT ATTORNEY GENERAL EGAN. THUS, IN VIEW OF THE CLOSE AND EFFECTIVE WORKING RELATIONSHIP NOW EXISTING THROUGH THIS CHANNEL AND ELSEWHERE, WE ACCEPT THE NEW MEXICAN ADMINISTRATION'S VIEW THAT NO SPECIFIC

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ADDITIONAL COMMISSION IS NEEDED AT THIS TIME. WE WOULD EXPECT TO CONTINUE TO WORK CLOSELY WITH CONGRESS ON POLICY AND PROGRAM DEVELOPMENT.

-- PRO - WE AVOID THE RISK OF LOSING CURRENT COOPERATION AND COMMITMENT OF THE MEXICAN GOVERNMENT IN VIEW OF ITS EXPRESSED OPINIONS ON NOT SUPPORTING THE NEED FOR ADDI-

TIONAL COMMISSIONS.

-- CON - WE RUN THE RISK OF OFFENDING INTERESTED CONGRESSIONAL MEMBERS ON THE ISSUE OF DRUG CONTROL AND MAKING THE MEXICANS LOOK UNCOOPERATIVE TO THE CONGRESS, THUS LOSING POTENTIAL SUPPORT FOR THE PROGRAM.

4. SEEK A WAY TO GIVE CONGRESS WHAT IT WANTS WITHIN THE EXISTING ARRANGEMENTS. FORMALIZE THE NARCOTICS SEGMENT OF THE SOCIAL WORKING GROUP AS A SEPARATE SUBCOMMISSION OR SPECIALIZED BODY UNDER THE U.S.-MEXICAN CONSULTATIVE MECHANISM, WITH REGULAR MEETINGS. PRINCIPALS COULD BE ATTORNEY GENERAL FLORES AND EITHER MS. FALCO OR MR. EGAN. CONGRESS WOULD BE INVITED TO PARTICIPATE IN THE MEETINGS.

-- PRO - IT WOULD MEET THE INTEREST AND AIMS OF CONGRESS IN PROVIDING DIRECT SUPPORT OF THE DRUG CONTROL EFFORTS.

-- CON - IN VIEW OF THE EXISTING LEVEL OF COOPERATION, SUCH A COMMISSION WOULD BE LITTLE MORE THAN WINDOW-DRESSING RATHER THAN AN EFFECTIVE CHANNEL FOR CONGRESSIONAL INVOLVEMENT IN THE OPERATION OF THE CURRENT PROGRAM. CHRISTOPHER

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